

## Message Text

CONFIDENTIAL

PAGE 01 CAIRO 08005 120516Z POSS DUPE  
ACTION IO-13

INFO OCT-01 AF-10 ARA-06 EA-07 EUR-12 NEA-10 ISO-00  
CIAE-00 COME-00 EB-07 INR-07 LAB-04 NSAE-00  
SIL-01 DODE-00 PM-04 H-01 L-03 NSC-05 PA-01  
PRS-01 SP-02 SS-15 USIA-06 TRSE-00 /116 W  
-----131038Z 043042 /13

R 111620Z MAY 77  
FM AMEMBASSY CAIRO  
TO SECSTATE WASHDC 4958  
INFO AMEMBASSY JIDDA  
AMEMBASSY KUWIAT  
AMEMBASSY RABAT  
AMCONSUL CASABLANCA  
USMISSION GENEVA  
USMISSION USUN NEW YORK

C O N F I D E N T I A L CAIRO 8005

E.O. 11652: GDS  
TAGS: ILO ELAB PFOR EG US  
SUBJ: ILO: 63RD INTERNATIONAL LABOR CONFERENCE - EGYPT

REFS: CAIRO 7935, (B) CAIRO 8004

SUMMARY: DURING COURSE OF MAY 8-10 VISIT TO CAIRO US REP  
TO ILO DANIEL HOROWITZ HAD EXTENSIVE MEETINGS WITH FONMIN  
FAHMY (REF A) AND DIRECTOR MFA INTERNATIONAL ORGANIZATION  
DEPARTMENT (REF B), TWO LONG SESSIONS WITH ILO AREA REP  
DR. A. MARAGHI (WHOSE ASSOCIATION WITH ILO GOES BACK TO  
1938) AND SHORTER MEETINGS WITH MINISTER OF MANPOWER BULTIYYA  
AND HIS UNDERSECRETARY AHMED FAHIM. VISIT SERVED TO FOCUS  
HIGH LEVEL GOE ATTENTION ON SIGNIFICANCE POSSIBLE US WITH-  
DRAWAL. GOE WANTS TO AVOID CONFRONTATION AND IS STUDYING  
US POSITIONS WITH VIEWS TO FINDING COMPROMISE SOLUTION.  
MR. HOROWITZ HAS NOT CLEARED THIS MESSAGE. END SUMMARY

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PAGE 02 CAIRO 08005 120516Z POSS DUPE

1. ILO REP MARAGHI, WHO FULLY COGNIZANT OF KEY ROLE US HAS  
PLAYED IN ILO SINCE ITS INCEPTION AND WHO IS DEEPLY CONCERNED  
ABOUT IMPLICATIONS OF US WITHDRAWAL, PUT FORWARD A NUMBER OF  
SUGGESTIONS TO FIND COMMON GROUND BETWEEN DEVELOPING COUNTRIES  
AND US. HE URGED HOROWITZ NOT TO TAKE TRIPOLI ARAB LABOR  
MINISTERS CONFERENCE (ALMC) RESOLUTIONS SERIOUSLY NOR TO  
DRAMATIZE THEM. HE URGED THAT US SEEK WAYS TO MEET GENUINE

ASPIRATIONS OF THIRD WORLD FOR CHANGES IN ILO. FOR EXAMPLE, THEIR DESIRE FOR STRUCTURAL CHANGES. HE SAID GOVERNING BODY (GB) SHOULD SCRUPULOUSLY RESPECT THE PREROGATIVES OF THE CONFERENCE WHICH IS THE SUPREME ORGAN AND TO AVOID FURTHER GB DECISIONS THAT OVERRIDE THE CONFERENCE. HE ALSO FELT IT WOULD BE USEFUL IF US SUBMITTED A COUNTER-RESOLUTION AT GENEVA REAFFIRMING THE AIMS AND OBJECTIVES OF ILO BASED ON ITS CONSTITUTION WHICH HE CLAIMED ARE NOT FULLY UNDERSTOOD BY MANY OF THE NEW MEMBERS. AS MATTERS NOW STAND HE THOUGHT IT WOULD BE VERY DIFFICULT FOR AFRICANS TO VOTE AGAINST RESOLUTION TO BE SUBMITTED BY ALGERIA OR TO VOTE FOR AMENDMENT OF ARTICLE 17. HOROWITZ QUESTIONED WHETHER MEMBER STATES DO NOT UNDERSTAND OBJECTIVES OF ILO OR WHETHER THEY ACTING FOR POLITICAL REASONS OR RESULT OF POLITICAL PRESSURES. MARAGHI ALSO SUGGESTED US RESOLUTION SHOULD RECOMMEND CREATION OF MACHINERY FOR PURPOSE OF ENFORCING ILO OBJECTIVES AND DEPOLITICIZING ILO. HOROWITZ SAID TIME HAS PASSED WHEN US CAN ACCEPT VAGUE AND GENERAL PROMISES. MARAGHI HAD NO REALLY SPECIFIC SUGGESTIONS, BUT STRESSED THAT VAST MAJORITY OF DELEGATES WANT TO KEEP THE US IN THE ILO AND WILL SEIZE ANY OPPORTUNITY GIVEN THEM TO EXPRESS THEIR VIEWS. PROBLEM AS HE SAW IT NOW WAS TO COME UP WITH US PROPOSALS THAT WOULD GIVE THEM SUCH AN OPPORTUNITY. HE URGED THAT WHATEVER HAPPENS US SHOULD NOT GIVE UP BECAUSE OF REALITIES OF INTERNATIONAL LIFE.

2. HOROWITZ SAID HIS DISCUSSIONS WITH MEMBER STATES HAD LED HIM TO CONCLUDE THAT MAJORITY AGREE WITH US POSITION IN PRIVATE THAT PRINCIPLES OF ILO SHOULD BE UPHELD, BUT THEIR CONFIDENTIAL

CONFIDENTIAL

PAGE 03 CAIRO 08005 120516Z POSS DUPE

PUBLIC POSITIONS SUCH AS AT TRIPOLI CONFERENCE WERE TO CONTRADICT. THIS IN FORM OF "PSYCHOLOGICAL TYRANNY" WHICH PREVENTS AFRICAN AND ARAB STATES FROM EXPRESSING THEIR FREE OPINIONS. SINCE THIS IS THE CASE THE US HAS NO ALTERNATIVE BUT TO MAINTAIN ITS POSITION. WHILE US REMAINS FLEXIBLE ON WORDING IT WILL NOT COMPROMISE ON OBJECTIVES AND PRINCIPLES.

3. DURING MAY 9 MEETING WITH MINISTER OF MANPOWER BULTIYYA AND UNDERSECRETARY FAHMIM, HOROWITZ OUTLINED THREE AREAS OF US CONCERN:

A) PROBLEM OF EQUAL TREATMENT FOR ALL MEMBER COUNTRIES;

B) AUTONOMY OF WORKER- EMPLOYER GROUPINGS; AND

C) INTRODUCTION OF DIVISIVE AND EXTRANEIOUS POLITICAL MATTERS INTO ILO DEBATES.

HE EXPRESSED HOPE THAT ARTICLE 17 WOULD BE AMENDED TO ENSURE

DUE PROCESS IN THE FUTURE. NEITHER FAHMIM NOR BULTIYYA WERE ABLE TO PROVIDE STATEMENTS OF GOE POLICY SINCE THEY HAD NOT CONSULTED WITH MFA. SECOND MEETING WAS ARRANGED FOR MAY 10 JUST BEFORE HOROWITZ DEPARTURE. BUT AGAIN BULTIYYA HAD NOT YET CONFERRED WITH FAHMY. AS RESULT HE SAID GOE WOULD HAVE PROVIDE ITS RESPONSE TO US REPS IN GENEVA.

4. IN PRIVATE CONVERSATION, FAHIM WHO HAS BEEN ASSOCIATED WITH ILO FOR 20 YEARS AND SERVED ON GOVERNING BODY, ADMITTED TO HOROWITZ THAT GOE POSITION ON '74 ISRAELI RESOLUTION WAS POLITICAL. HE DEEPLY CONCERNED WITH POSSIBLITY OF US WITHDRAWAL AND HOW IT WOULD CHEER ENEMIES OF US AND INTEGRITY OF ILO. THOSE MOST PLEASED WOULD BE COMMUNIST COUNTRIES AND RADICAL STATES. THEREFORE, US MUST AVOID US WITHDRAWAL.

5. COMMENT: HOROWITZ VISIT SERVED, FOR BETTER OR WORSE, TO FOCUS HIGHEST LEVEL GOE ATTENTION ON UPCOMING ILO CON-  
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PAGE 04 CAIRO 08005 120516Z POSS DUPE

REFERENCE. WE ARE NOT SANGUINE ABOUT POSSIBILITIES FOR COMPROMISE BUT AT LEAST GOE CLEARLY UNDERSTANDS US POSITION. GOE DECISIONS IN THIS MATTER WILL BE MADE BY FONMINISTRY AND LARGELY ON POLITICAL GROUNDS, IF FOR NO OTHER REASON THAN THEY ARE CONVINCED THAT US POSITIONS ARE BASED ON POLITICAL SUPPORT FOR ISRAEL AND ACTIVITY OF PRO-ISRAELI PRESSURE GROUPS IN US. WE ARE HOPEFUL THAT OFFICIALS SUCH AS FAHIM AND MARAGHI (WHO ALSO EGYPTIAN AND LIKELY BE CONSULTED) WILL HAVE POSITIVE INPUT INTO GOE DECISION SINCE THEY CLEARLY UNDERSTAND IMPLICATIONS FOR ILO AND GREAT CONTRIBUTION US HAS MADE TO THAT ORGANIZATION. AS REQUESTED BY FONMIN FAHMY, EMBASSY IS PREPARING AIDE MEMOIRE TO MFA BASED ON DEPARTMENT'S GUIDANCE, WE WILL ALSO FOLLOW UP IN DEW DAYS WITH MFA TO DETERMINE WHAT PROSPECTS ARE FOR COM-  
PROMISE.  
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## Message Attributes

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**TAGS:** ELAB, PFOR, EG, US, ILO, (FAHMY, ISMAIL), (HOROWITZ, DANIEL)  
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**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009